
Off Target:
How Cuts to Child Care and After-School Leave Out
Public Housing Communities



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Off Target: How Cuts to Child Care and After-School Leave Out Public Housing Communities

For thousands of low-income New York City families, the challenge of raising children and working is about to get even harder. Cuts to child care and after-school proposed in Mayor Bloomberg's Preliminary Budget will lead to thousands more children on even longer waiting lists for these services and many communities will face dramatic losses in these programs. Some of the families likely to be hardest hit are those living in public housing. We now face a situation where more than **77,000** low-income public housing residents will find themselves living in neighborhoods where subsidized child care and after-school programs will be nearly eliminated.

For example, in West Chelsea, just blocks away from some of Manhattan's top art galleries, newest high rises and the lush, green campus of the General Theological Seminary, 4,700 low-income and working New Yorkers live in three public housing developments covering six full blocks between 9th and 10th Avenues. The average income in these developments is significantly lower than the \$104,000 and \$101,000 annual incomes for the 10001 and 10011 zip codes¹ in which they are located. Nonetheless, through support from the City and various non-profits, the residents in the Elliott-Chelsea Houses, Chelsea Addition and Fulton Houses have created vital communities.

Hudson Guild, a settlement house founded in 1895 by John Lovejoy Elliott, for whom the Elliott-Chelsea houses would be subsequently named, provides services that strengthen the entire Chelsea community. Services include child care, after-school programs, senior services, mental health screenings and a robust arts program. Hudson Guild's mission focuses the organization on those in need. Their programs play a crucial role in educating children and supporting working parents who need somewhere safe and affordable for their children during the day.

However, City cuts currently proposed will deprive nearly 47,000 children of child care and after-school across the city. This means that Hudson Guild and similar organizations serving other public housing developments, as well as other communities in need throughout New York City, face the prospect of serving dramatically fewer children or even closing the doors of their child care and after-school programs.

In the zip codes containing Chelsea's public housing developments more than 200 children ages 2 months to 4 years are at risk of losing affordable child care and more than 240 elementary and middle school aged children are at risk of losing after-school.

¹ <http://www.city-data.com/zips/10001.html>
<http://www.city-data.com/zips/10011.html>





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These cuts will have a devastating impact not only on the children and families who benefit from these crucial services, but on New York City's successful partnership between human service providers and the New York City Housing Authority (NYCHA). This decades-long partnership has contributed to making NYCHA one of the nation's most successful public housing authorities and helped to build strong resilient communities in public housing developments.

The NYCHA Partnership with Non-Profits

NYCHA has defied the national narrative that claims that America's investment in public housing has been a failure. In Atlanta, St. Louis and other cities, residents have cheered when public housing towers were demolished and residents were dispersed to other neighborhoods.² In New York City, resident leaders and elected officials fight to preserve every unit of public housing and the essential services that NYCHA provides.

Part of what makes NYCHA successful is that NYCHA developments are not only brick and mortar but often contain community-based services. NYCHA's 341 housing developments include:

- On-site child care and Head Start programs which educate young children during their crucial early years and give their parents the opportunity to work or pursue education.
- After-school programs that allow young New Yorkers (ages 5 – 14) to participate in educational, healthy and positive activities.
- Workforce development programs which help residents gain skills and find work.
- Senior centers that ensure that older New Yorkers have a place to socialize and participate in lively activities.
- Community Centers that provide an array of services including job training and youth recreation activities.

Most of these services are provided by non-profit organizations under contract with the City; others are provided by NYCHA itself.

NYCHA houses low and moderate-income families and individuals; more than 50% of NYCHA residents are working.³ For the working parents living in NYCHA communities, on-site child care and after-school programs provide a crucial support ensuring that their

² See for example, Robbie Brown. "Atlanta is Making Way for New Public Housing" New York Times June 20, 2009
Allie Shah. "CHA Starts to Topple its High-Rise Image" Chicago Tribune. January 24, 1995

³ John Rhea: More than Bricks and Mortar: Services that Build Strong Communities. The Settlement Summit: Inclusion, Innovation, Impact, International Federation of Settlements Conference October 5, 2010, New York City



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children are in educational and developmentally appropriate environments when they are at work. In fact, these services allow them to keep working.

However, like parents across New York City, they are facing the possibility that there will be no slot available for their children next year because of budget cuts proposed in the Mayor's FY 2013 Preliminary Budget. Families in NYCHA developments throughout the City will be among those most affected.

The Child Care and After School Budget Crisis

The network of community-based not-for-profits which provides services today in NYCHA developments is threatened. New York City's system of publicly funded child care and after-school programs face devastating and historic cuts which will put 47,000 children onto waiting lists for child care and after-school programs that will not have the space to accommodate them.

The Mayor's Preliminary Budget, along with cuts embedded in Early Learn, a new initiative from the New York City Administration for Children's Services for the City's contracted child care system, will lead to the loss of subsidies for nearly 8,200 pre-school children. This will deprive thousands of the youngest New Yorkers the opportunity for a quality early childhood education that will help ensure that they can enter school ready to learn and succeed. These cuts will impact primarily low-income working parents, many of whom are NYCHA residents. They will be forced to make an impossible decision between keeping their jobs and their need to provide care for infants, toddlers and pre-school age children.

Similarly, the after-school system faces drastic cuts. Out-of-School Time (OST), the largest system of publicly funded after-school programming, will lose 25,000 slots, leaving a mere 27,000 children served by this program throughout New York City. As recently as 2009, OST served nearly 85,000 children; currently OST serves over 52,000 children and youth.

Additionally, more than 6,800 after school slots are at risk in Cornerstone programs and Beacon programs. The Cornerstone Initiative is a successful city program that started in 2010 to fund community based providers to offer services in what were once vacant community spaces in NYCHA developments. In addition, Beacons, school-based programs that provide services for both youth and adults, also face elimination. In fact, the City has already announced the closure of seven Beacon centers in public schools.

This is a time of deep insecurity for New York City's working parents. In addition to the stresses caused by the recession and high unemployment, they now face the risk that child care and after school programs throughout the City will close. Most at risk are neighborhoods that have been deemed non-targeted or non-priority by the City, notwithstanding that many of these neighborhoods contain large NYCHA developments.

Child Care and the Non-Targeted Zip Codes

In May of 2011, ACS released the Early Learn Request for Proposals (RFP), with ambitious goals of improving program quality, expanding the innovative blended funding model developed by several settlement houses and increasing outside the classroom supports for the families of children enrolled. This RFP, while representing noble ambitions, is also significantly underfunded, putting nearly 8,200 slots in ACS contracted child care centers at risk. If implemented as planned it will lead to a significantly smaller number of children being served.

As a means of implementing this reduction, ACS divided the City's 183 zip codes into 99 *targeted* zip codes and 84 *non-targeted* zip codes based on the total number of children who are eligible for subsidies. ACS has determined the number of slots it will seek to place in each targeted zip code and will create only a small number of slots in the non-targeted zip codes.

Most neighborhoods face affordable child care shortages, even before reductions have been implemented. For the *non-targeted* zip codes, where many quality child care centers operate in high need NYCHA developments, the loss of capacity and the shortage is even more pronounced. Currently, ACS contracted child care centers serve 4,700 children in the 84 zip codes that ACS has deemed non-targeted. Under Early Learn, these centers and others that may apply must compete for only 1,500 slots. This is a reduction of 68%.

After-School and the Non-Priority Zip Codes

The OST system is also in the process of determining who its community-based providers for elementary and middle school programs will be through a Request for Proposals process. The City's Department of Youth and Community Development (DYCD) is undertaking this process while implementing a nearly 50% reduction in OST capacity citywide.

In the OST RFP released October 31, 2011, DYCD divided the City's 183 zip codes into 85 *priority* zip codes and 91 *non-priority* zip codes. Under the OST RFP, there will be only 66 programs funded in the 98 *non-priority* zip codes, less than one program per zip code.⁴

DYCD determined that a neighborhood was a priority based on several factors:

- Youth population ages 6-15 years of age

⁴ ACS and DYCD used separate metrics to determine which zip codes would be targeted and the list of targeted and non-targeted zip codes is not the same for child care and after-school.



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- Youth poverty rate
- Rate of youth ages 16-19 that are not in public school, not high school graduates and not in the labor force
- Number of English Language Learner (ELL) students in public schools
- Number of single parent families with related children under 18 years of age

While we cannot know at this point exact numbers of children who will be served, we do know that these criteria will lead to many fewer programs operating. Tragically, this formula leaves out many high-need NYCHA communities located in wealthier neighborhoods. While these OST programs have been determined to be operating in non-priority zip codes, many in fact serve priority zip code residents and NYCHA communities. The determination also does not account for the pockets of poverty throughout the non-priority zip codes.

NYCHA Developments Left Out

A total of 59 NYCHA developments across the five boroughs are in zip codes that ACS has deemed *non-targeted* or DYCD has deemed *non-priority*. These 59 developments are home to more than 77,000 low-income New Yorkers.

On the next several pages, NYCHA developments are identified where the risk of losing child care and after-school programs is the greatest and where cuts will hurt the most.

Manhattan

Public Housing Developments in Non-Targeted or Non-Priority Zip Codes

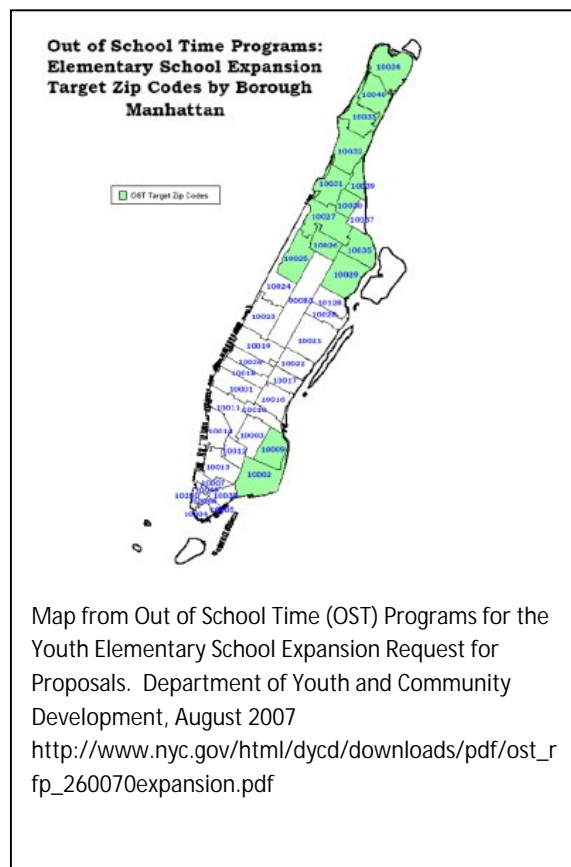
Development	Zip Code	Population
154 West 84 th Street	10024	93
344 East 28 th Street	10016	472
Amsterdam	10023	2,394
Amsterdam Addition	10023	397
Bracetti Plaza	10009	290
Campos Plaza 1	10009	699
Campos Plaza 2	10009	536
Chelsea	10001	947
Chelsea Addition	10001	108
East 4 th Street Rehab	10009	72
Elliot	10001	1,445
First Houses	10009	192
Fulton	10011	2,239
Harbview Terrace	10019	669
Holmes Tower	10128	956
Isaacs	10128	1,267
LES II	10009	186
LES III	10009	200
LES Rehab	10009	122
Lincoln	10037	2,972
Meltzer	10009	254
Riis	10009	2,739
Riis II	10009	1,299
Smith	10038	4,314
Wald	10009	4,318
Wise Towers	10024	761
WSURA	10024	1,181

NYCHA Based Child Care Programs in ACS Non-Targeted Zip Codes

Program	Development
Eisman Foundation for Children	Holmes Towers
Goddard Riverside Community Center	Wise Towers
Hamilton-Madison House	Smith Towers
Hudson Guild	Elliott
Lincoln Square Neighborhood Center	Amsterdam Addition

NYCHA Based After-School Programs in DYCD Non-Priority Zip Codes

Program	Development
Boys & Girls Republic	Wald
Hamilton-Madison House	Smith
Hudson Guild	Chelsea Addition
Lincoln Square Neighborhood Center	Amsterdam Houses



Brooklyn

Public Housing Developments in Non-Targeted or Non-Priority Zip Codes

Development	Zip Code	Population
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572 Warren Street	11217	371
Farragut	11201	3,317
Gowanus	11217	2,857
Red Hook East	11231	3,025
Red Hook West	11213	3,326
Vandalia Avenue	11239	331
Wykoff Gardens	11217	1,173

NYCHA Based Child Care Programs in ACS Non-Targeted Zip Codes

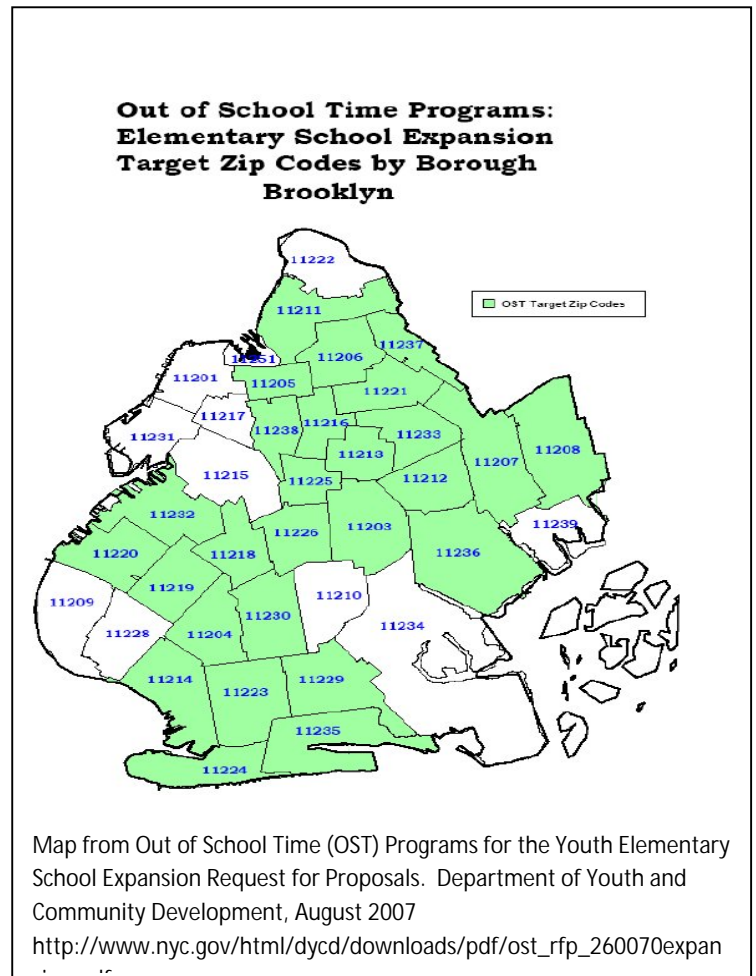
Program	Development
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Builders for Family and Youth	Farragut
Colony South Brooklyn Houses	Wykoff Gardens
Police Athletic League Head Start Inc.	57 Warren Street

NYCHA Based After-School Programs in DYCD Non-Priority Zip Codes

Program	Development
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Colony South Brooklyn Houses	Colony South Brooklyn Houses
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Queens

Public Housing Developments in Non-Targeted or Non-Priority Zip Codes

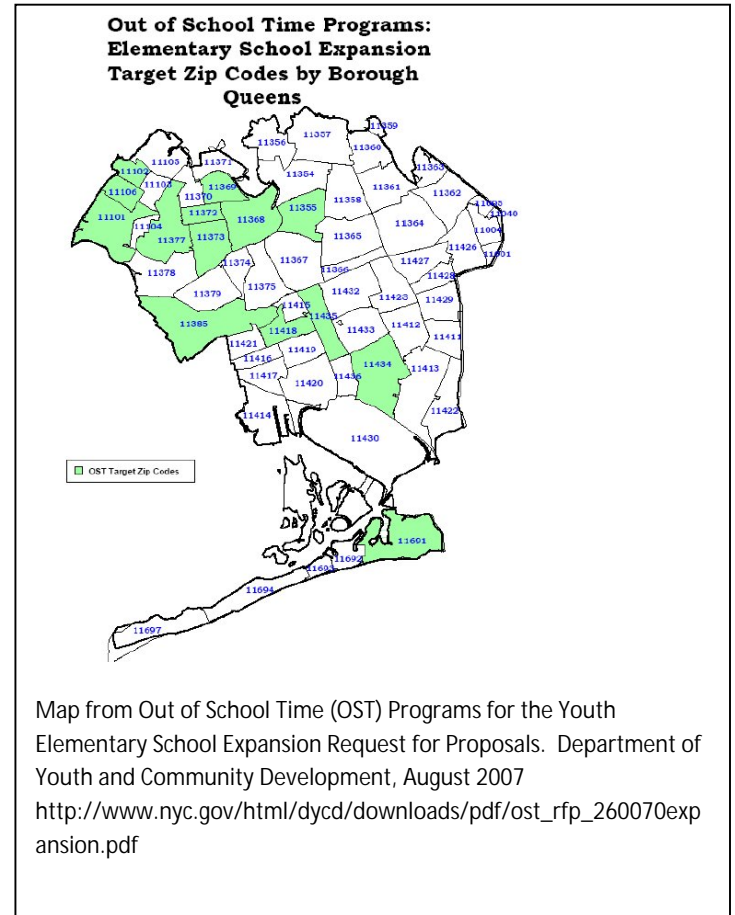
Development	Zip Code	Population
Astoria	11102	1,103
Carleton Manor	11692	378
Forest Hills Co-Op	11375	839
Hammel	11693	1,911
International Tower	11432	163
Queensbridge North	11101	3,396
Queensbridge South	11101	3,511
Rehab Program College Point	11356	13
Shelton House	11432	167

NYCHA Based Child Care Programs in ACS Non-Targeted Zip Codes

Program	Development
Bethel Mission Station Church Day Care Center	Ocean Bay Apartments, Oceanside
Hallet Cove Child Development Center	Astoria
Jamaica Day Nursery, Inc.	Hammel
Police Athletic League Day Care	Queensbridge South
Rockaway Community Corporation Head Start Center	Carleton Manor

NYCHA Based After-School Programs in DYCD Non-Priority Zip Codes

Program	Development
Jacob Riis Neighborhood Settlement House After School	Queensbridge South
Police Athletic League After-School	Pomonok
Queens Community House After-School	Pomomok
Queens Community House After-School	Forest Hills Co-Op



Bronx

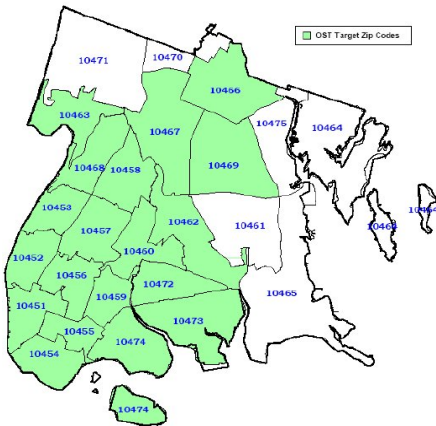
Public Housing Developments in Non-Targeted or Non-Priority Zip Codes

Development	Zip Code	Population
Boston Secor	10475	1,353
Middletown Plaza	10461	179
Randall Ave.	10464	265
Throggs Neck	10465	2,739
Throggs Neck Addition	10465	721
Randall Ave	10465	265

NYCHA Based Child Care Programs in ACS Non-Targeted Zip Codes

Program	Development
Children's Co-op Child Care Center	Throggs Neck

Out of School Time Programs: Elementary School Expansion Target Zip Codes by Borough The Bronx



Map from Out of School Time (OST) Programs for the Youth Elementary School Expansion Request for Proposals. Department of Youth and Community Development, August 2007
http://www.nyc.gov/html/dycd/downloads/pdf/ost_rfp_260070expansion.pdf

Staten Island Mental Health Society Head Start	Berry
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Development	Zip Code	Population
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Berry	10036	981
Cassidy-Laffayette	10301	416
New Lane Area	10301	327
Richmond Terrace	10301	1,296
South Beach	10301	971
Todt Hill	10314	1,079
West Brighton I	10310	1,401
West Brighton II	10310	71

Program	Development
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Legend: 08T Target Zip Codes

Zip codes shown on map: 10301, 10302, 10303, 10304, 10305, 10306, 10307, 10308, 10309, 10310, 10312, 10314.

Map from Out of School Time (OST) Programs for
the Youth Elementary School Expansion Request
for Proposals. Department of Youth and
Community Development, August 2007
http://www.nyc.gov/html/dycd/downloads/pdf/ost_rfp_260070expansion.pdf



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Policy Recommendations

New York City must take immediate action to support the child care and after-school programs that strengthen communities, particularly NYCHA communities. Providing education and enrichment to the children who reside in NYCHA developments must become a priority for the City. The dramatic cuts facing publicly subsidized child care and after-school represents an abandonment of young and vulnerable New Yorkers and low-income families.

NYCHA communities are just one example of how neighborhoods throughout the city will suffer if New York City's leaders do not take effective action to preserve child care and after-school. If these services are lost New York City's children will lose out on the opportunity for quality child care and after-school education and parents will not have an affordable, safe and nurturing environment for their children during the workday.

In order to preserve core services for all New York City communities, UNH makes the following recommendations:

- **Restore \$104 million for Administration for Children's Services (ACS) Child Care and Head Start.** This restoration is necessary to preserve the current capacity of the contracted child care system at the rates proposed in the Early Learn RFP and preserve care for 7,700 families whose vouchers were not funded in the Mayor's Preliminary Budget Proposal.
- **Restore \$66 million for Department of Youth and Community Development (DYCD) after-school programs.** This restoration is necessary in order to restore the current capacity of children and youth served (52,000) in Out-of-School Time (OST) programs. In addition this restoration is vital to keeping the seven Beacons currently slated to close open as well as preserving the capacity of Cornerstone Programs: These programs together serve nearly 7,000 children and young people.
- **Consider enrollment and utilization history.** Many successful programs are located in neighborhoods that are not designated as high need neighborhoods but have successfully enrolled thousands of children from eligible low-income families. Quality centers should not lose funding if they have demonstrated that there is a compelling need for services in their community from eligible families in need.
- **Determine needs of NYCHA communities separate from their neighboring communities.** Several of the zip codes with large NYCHA developments are not targeted for funding because they also are home to wealthier residents. However, it is clear that a family's level of need is not influenced by the comparative wealth of those living in the same zip code. Therefore, in RFPS such as the OST RFP and the Early Learn RFP, the needs of NYCHA developments must be assessed separately from other residents in the same zip code.